CITY OF HAMILTO
- RECOMMENDATION-
Regional Housing
Statement Update

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# CITY OF HAMILTON

## - RECOMMENDATION -

***DATE:*** 1991 January 14
P5-4-2-20

***REPORT TO:*** Mrs. Susan K. Reeder, Secretary
Planning and Development Committee

***FROM:*** Mr. J. D. Thoms
Commissioner of Planning and Development

***SUBJECT:***

Comments on the "Regional Housing Statement Update"

***RECOMMENDATION:***

A) That the comments contained in the report reviewing the "Regional Housing Statement Update", attached herewith and marked Appendix A, be endorsed; and,

B) That Regional Council be so advised of City Council's endorsement.

***EXPLANATORY NOTE:***

The "Regional Housing Statement Update" has been forwarded to the City of Hamilton for review and comment. As part of the development of the Regional Housing Statement Update, a significant amount of dialogue occurred between the Region and the Area Municipalities, including Hamilton, to ensure the final recommendations in the Regional Housing Statement Update were sound and responsive to local concerns and issues. To a large extent, this has been achieved. The Region has recognized the need for a more balanced distribution of medium and higher-density dwelling forms in other Area Municipalities and, as well, ensuring local flexibility in regard to land use planning actions is maintained.

***FINANCIAL IMPLICATIONS:***

None at this time.

**A. L. Georgieff, M.C.I.P.**
**Director of Local Planning**

**J. D. Thoms, M.C.I.P.**
**Commissioner,**
**Planning and Development Department**

***BACKGROUND:***

Municipal Housing Statements provide a review and analysis of existing and future housing market conditions within a municipality. These documents form the basis of housing policy at the municipal level and permit the use of senior level of government housing programs by municipalities.

The Region last undertook a Municipal Housing Statement in 1975 and 1982. Since the last Update in 1982, a number of Provincial and local housing initiatives have occurred, e.g., the Provincial Land Use Planning for Housing Policy Statement and the Regional Chairman's Task Force on Affordable Housing, that have necessitated another detailed review of housing market conditions in Hamilton-Wentworth.

The Regional Housing Statement Update was completed in draft form in April, 1990. Since that time, Regional staff have undertaken a consultation process with the Area Municipalities and other groups interested in housing issues in Hamilton-Wentworth, e.g., Housing Help Centre, Hamilton and District Home Builders' Association, Social Planning and Research Council, etc., to discuss the draft recommendations.

The draft recommendations have now been revised and re-formulated and submitted to the Area Municipalities for formal review and comment. Appendix A provides comments on the recommendations that directly have implications on the City of Hamilton. Appendix B contains all of the recommendations in the Regional Housing Statement Update.

The City of Hamilton is also preparing a Municipal Housing Statement Update. The City's Update will have a higher level of detail and analysis of housing issues and concerns than does the Regional Update. In addition, the market and non-market housing production targets in the City's Update may differ slightly from the targets adopted by the Region, although preliminary analysis indicates the targets are consistent. Moreover, the directions in regard to implementing the Provincial Policy Statement Land Use Planning for Housing, as well may be slightly different recognizing the nature of housing need in Hamilton.

***CONCLUSIONS:***

As evidenced by the recommendations in the Regional Housing Statement Update, the Region is pursuing a policy of encouraging Region-wide responses to housing needs that are apparent in all communities. Hamilton has traditionally housed the bulk of low and moderate income households and higher density dwelling forms in the Region and movement towards rectifying these past imbalances, i.e., a "fair share" approach, is desirable.

In addition, the Region has recognized flexibility at the Area Municipality level is key to ensure the successful implementation of the Provincial Policy Statement Land Use Planning for Housing. In this regard, the directions and strategies emanating from the City's Municipal Housing Statement Update should complement with Regional initiatives. The Chairman's Task Force on Affordable Housing should be encouraged to pursue a similar consultative role with the Area Municipalities. This will result in the successful implementation of the recommendations that will be considered by Regional Council.

Accordingly, the recommendations in the Regional Housing Statement Update can be supported.

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*APPENDIX A*

*COMMENTS ON THE RECOMMENDATIONS FROM THE*
*REGIONAL HOUSING STATEMENT UPDATE*

***COMMENTS:***

The specific recommendations of the Regional Housing Statement Update that have implications on the City of Hamilton are identified and comments provided below.

**Rec. #1** **"The annual housing target of 2500 units and the housing mix of 55% single and semi detached; 26% row; and 19% apartment be adopted as a guideline for medium and long range planning in the Region."**

This recommendation can be supported. The housing mix proposed is consistent with actual housing completions (based on Canada Mortgage and Housing Corporation data) that occurred in the City of Hamilton from the period 1988 to September, 1990: single and semi-detached units accounted for 56.5 percent of all completions; row/townhouse units accounted for 29.5 percent; and apartment units accounted for 14.0 percent of all completions.

In addition, at least in the short-term, the City of Hamilton will exceed this guideline based on dwelling units under construction as of September, 1990: single and semi-detached units account for 21.3 percent of all dwelling units currently under construction in Hamilton, compared to 30.7 percent for row/townhouse units and 40.8 percent for apartment units.

This recommendation can also be supported as it emphasizes a Region-wide response to housing needs that are evident throughout Hamilton-Wentworth. In the past, the City of Hamilton has traditionally been the recipient of a higher proportion of multiple-family dwelling units in the Region. Support of this recommendation will begin to address this imbalance.

**Rec. #2** **"The Region in consultation with Area Municipalities and in the context of the Official Plan Review, identify and evaluate alternative land use and urban design strategies to accommodate the targetted mix, examine the impacts of targetting different unit mixes, and review the roles and responsibilities of Area Municipalities and the Region in land use planning."**

This recommendation can be supported. The Region has appropriately recognized housing and land use planning initiatives cannot be undertaken in isolation. Any initiatives must be flexible and also respect the legitimate planning concerns of the Area Municipalities. It should be noted that any changes to the Regional Official Plan will be submitted to the Area Municipalities for review and comment.

**Rec. #3** **"The target for assisted housing units be set a minimum of 500-550 units per year, with the recognition that the target must be doubled for the first five years in order to meet the backlog of demand."**

This recommendation can be supported. The City's own Assisted Housing Survey, undertaken as part of the City's Municipal Housing Statement Update, revealed some 4,700 households who were in need of assisted housing units in Hamilton.

The City of Hamilton successfully delivers assisted housing through its municipal non-profit housing corporation; however, an emphasis on the Region-wide distribution of assisted housing units would achieve substantial gains in addressing housing needs in all area municipalities.

**Rec. #5** **"Area Municipalities support the need for a variety and mix of housing in the Region by targetting not less than 35% of units in new construction as medium to high density development."**

This recommendation can be supported. The Regional Planning Branch maintains a comprehensive database of land supply statistics. The database quantifies current residential designations on all vacant land including unbuilt units on registered plans of subdivision, draft approved plans, plans in process or pending and areas designated residential in Neighbourhood Plans and/or the Official Plan. According to their latest semi-annual report, Vacant Residential Land Inventory, July, 1990, the following dwelling types on vacant residential land are supported in the City of Hamilton:

| | Potential Dwelling Units on Vacant Land | Percent |
|---|---|---|
| Single-Detached | 9,666 | 56.0 |
| Semi-Detached | 124 | 0.7 |
| Row | 2,221 | 12.9 |
| Apartment | 5,242 | 30.4 |
| Total | 17,253 | 100.0% |

Based on the above statistics, the City of Hamilton has targetted approximately 43.3 percent of vacant residential land for medium and high density development, which is consistent with the recommendation.

In addition, this recommendation is similar to Recommendation #1 as an attempt is made to address housing needs on a Region-wide basis. All area municipalities in Hamilton-Wentworth should recognize the diversity of their local housing needs and target future residential development for a variety of dwelling types and densities similar to that established by Hamilton.

**Rec. #6** **"Area Municipalities adopt policies and implementation strategies which would provide the opportunity for the construction of not less than 35% of all units created through new construction or intensification as medium or high density development."**

This recommendation can be supported. As indicated in the comments for Recommendation #5, the City of Hamilton has "provided the opportunity" in regard to residential designations on vacant land, of which 43.3 percent is designated as row and apartment. Further, this recommendation can be supported as it attempts to alleviate the inequities that have occurred in regard to the quantity and share of medium and high-density dwelling types constructed in other Area Municipalities in past years.

**Rec. #7** **"The Region support the goal of 25% affordable housing in new developments and work with Area Municipalities and the Regional Chairman's Task Force on Affordable Housing in the development of a definition of affordable housing for Hamilton-Wentworth and a detailed implementation strategy on how the 25% affordability will be achieved."**

The City of Hamilton is not in a position to comment on this recommendation at this time. Until the City's Municipal Housing Statement Update is complete sometime in February, it would be premature to concur with Regional directions in regard to the implementation of the Provincial Policy Statement Land Use Planning for Housing.

The City's Municipal Housing Statement Update will contain a detailed analysis of households and their housing needs within the 0 to 60th household income percentile. From that analysis, a detailed housing strategy will be developed that may or may not be consistent with the Regional objective and approach of "25% affordable housing in new developments."

It is suggested that the Region develop its Implementation Strategy in consultation with the Area Municipalities, as it is at the local level where the 25% target is to be achieved.

**Rec. #9** **"The Region and all Area Municipalities allow for and encourage a full continuum of housing including: owner occupied, private market and assisted rental, rooming and boarding houses, group homes, supportive living developments, converted dwellings and accessory apartments."**

The broad context of the Recommendation is supportable, i.e., a Region-wide response to housing needs, and is consistent with Hamilton Official Plan policies. For example, as stated in A.2.1.8, "it is the intent of a Council that a variety of housing styles, types and densities be available in all RESIDENTIAL areas of the City".

However, the Region should recognize the dwelling types noted in the recommendation, specifically "converted dwellings and accessory apartments", will be administered through the application of local zoning by-laws which are based on local conditions and community sensitivities.

The City is presently undertaking a detailed Housing Intensification Study and the approved recommendations of this study will form the basis of City of Hamilton policy in this regard.

**Rec. #11** **"All Regional and Area Municipal housing policies recognize recent and expected changes in population, the rapid growth of one person households and the increasing diversity of household types."**

This recommendation can be supported. The City of Hamilton has traditionally been the leader in Hamilton-Wentworth of recognizing and addressing emerging housing issues, e.g., the joint Region/City Second Level Lodging House Study, needs of the psychiatrically disabled, etc., and will continue to do so.

**Rec. #14** **"The Region encourage the establishment and expansion of Non-Profit Housing Corporations delivering a full spectrum of assisted housing in all Area Municipalities."**

This recommendation can be supported. Encouraging region-wide responses to housing needs evident in all municipalities in Hamilton-Wentworth is an appropriate direction. The City of Hamilton through its municipal non-profit housing corporation has some 260 units under management, 58 units under construction and approximately 300 units in the planning stage.

**Rec. #16** **"Area Municipalities be encouraged to support a high level of maintenance and repair in the existing rental and owner occupied housing stock through promoting the full utilization of rehabilitation assistance programs and through regular and consistent enforcement of existing and future legislation intended to ensure proper standards of maintenance and repair."**

This recommendation can be supported. The City of Hamilton has a long record of achievement in this regard and is recognized as a leader in the Province in the delivery of various homeowner repair and rehabilitation programs.

**Rec. #18** **"The Region and all Area Municipalities develop policies to maintain and promote a continuum of affordable housing options (including rooming and boarding houses, group homes, plexes, supportive living developments, converted dwellings and affordable new rental and owner occupied dwellings) within the existing urban area and in developing areas."**

Similar to Recommendation #9, the broad context of the recommendation is supportable, i.e., Region-wide responses to housing needs. However, the Region should recognize the dwelling types noted in the recommendation, specifically "converted dwellings", will be administered through the application of local zoning by-laws which are based on local conditions and community sensitivities.

**Rec. #19** **"The Region encourage each Area Municipality to develop a strategy to identify areas and/or properties with potential for redevelopment, conversion or infill, and provide Regional support staff to assist in inventory development if requested."**

This recommendation can supported. The City through the Housing Intensification Study has addressed some aspects of this recommendation. A more detailed review of specific properties for their redevelopment potential, recognizing existing zoning by-law provisions, would be beneficial.

**Rec. #24** **"The Region and Area Municipalities, in consultation with the development industry, review their approvals process at least once every two years for the purpose of 1) establishing and monitoring targets for the time required for plans to receive draft and final approval and 2) identifying means to increase the efficiency of the process."**

This recommendation can be supported. As part of the work necessary to implement the Provincial Policy Statement Land Use Planning for Housing, staff are currently undertaking such a review to identify methods or procedures of streamlining the existing process.

**Rec. #27** **"The Regional and all Area Municipalities consider issues such as: density of development; design of subdivisions and dwelling units; accessibility to services, amenities, jobs and public transportation; extent of growth; location of development; affordability of housing; quality of construction; construction techniques; and utilization of existing services in light of social and environmental consequences."**

This recommendation is not clear in regard to the context Area Municipalities should consider these issues. Is the context to be the land use planning approval process? If the context is the planning approval process, then "quality of construction and construction techniques" are definitely not considered. These issues are subject to the provisions of the Ontario Building Code Act and are not land use planning matters. Clarification of this Recommendation's intent is thus required.

**Rec. #28** **"The Region and Area Municipalities co-operate in the development of shared housing monitoring systems to eliminate duplication and overlap in the collection and analysis of information."**

This recommendation can be supported. As part of the requirements of the Provincial Policy Statement Land Use Planning for Housing, municipalities are to prepare annual housing monitoring reports. The sharing of information sources in this regard will result in cost reductions for all the participants.

# *APPENDIX B*

## *RECOMMENDATIONS FROM THE REGIONAL HOUSING STATEMENT UPDATE*

*The final recommendations from the Regional Housing Statement Update are as follows:*

*Rec. #1* *"The annual housing target of 2500 units and the housing mix of 55% single and semi detached; 26% row; and 19% apartment be adopted as a guideline for medium and long range planning in the Region."*

*Rec. #2* *"The Region in consultation with Area Municipalities and in the context of the Official Plan Review, identify and evaluate alternative land use and urban design strategies to accommodate the targetted mix, examine the impacts of targetting different unit mixes, and review the roles and responsibilities of Area Municipalities and the Region in land use planning."*

*Rec. #3* *"The target for assisted housing units be set a minimum of 500-550 units per year, with the recognition that the target must be doubled for the first five years in order to meet the backlog of demand."*

*Rec. #4* *"The Federal and Provincial Government be informed of the need for additional assisted units.*

*Rec. #5* *"Area Municipalities support the need for a variety and mix of housing in the Region by targetting not less than 35% of units in new construction as medium to high density development."*

*Rec. #6* *"Area Municipalities adopt policies and implementation strategies which would provide the opportunity for the construction of not less than 35% of all units created through new construction or intensification as medium or high density development."*

*Rec. #7* *"The Region support the goal of 25% affordable housing in new developments and work with Area Municipalities and the Regional Chairman's Task Force on Affordable Housing in the development of a definition of affordable housing for Hamilton-Wentworth and a detailed implementation strategy on how the 25% affordability will be achieved."*

*Rec. #8* *"The Planning and Development Department, in its quarterly report on subdivision and condominiums, state how draft approved plans in that quarter and draft approved plans since Council's adoption of this recommendation, compare to Regional targets with respect to the proportion of affordable housing, variety and mix of housing and total unit requirements."*

*Rec. #9* *"The Region and all Area Municipalities allow for and encourage a full continuum of housing including: owner occupied, private market and assisted rental, rooming and boarding houses, group homes, supportive living developments, converted dwellings and accessory apartments."*

*Rec. #10* *"The Regional Chairman's Task Force on Affordable Housing examine ways in which private and non-profit housing developers could utilize non-traditional housing options as a way to increase housing choice."*

*Rec. #11* *"All Regional and Area Municipal housing policies recognize recent and expected changes in population, the rapid growth of one person households and the increasing diversity of household types."*

*Rec. #12* *"The Regional Chairman's Task Force on Affordable Housing examine mechanisms (such as land dedication, bridge financing, an subdivision and condominium control) that would assist in ensuring that co-operatives and municipal and private and non-profit housing providers have access to land to allow them to deliver Provincial allocations."*

*Rec. #13* *"The Regional Chairman's Task Force on Affordable Housing evaluate alternative models for Regional involvement in land banking for municipal and private non-profit housing corporations and co-operatives."*

*Rec. #14* *"The Region encourage the establishment and expansion of Non-Profit Housing Corporations delivering a full spectrum of assisted housing in all Area Municipalities."*

*Rec. #15* *"Regional Council request the Federal and Provincial Governments to maintain and expand funding for programs that are necessary to provide a housing continuum for households with low income and other special needs. This continuum ranges from emergency shelters to transitional houses to rooming and boarding houses to supportive living arrangements to permanent affordable housing in both individual and group living settings."*

*Rec. #16* *"Area Municipalities be encouraged to support a high level of maintenance and repair in the existing rental and owner occupied housing stock through promoting the full utilization of rehabilitation assistance programs and through regular and consistent enforcement of existing and future legislation intended to ensure proper standards of maintenance and repair."*

*Rec. #17* *"Regional Council request the Federal and Provincial Governments to maintain and expand funding for programs which maintain and support a high level of maintenance and repair in the existing stock."*

*Rec. #18* *"The Region and all Area Municipalities develop policies to maintain and promote a continuum of affordable housing options (including rooming and boarding houses, group homes, plexes, supportive living developments, converted dwellings and affordable new rental and owner occupied dwellings) within the existing urban area and in developing areas."*

*Rec. #19* *"The Region encourage each Area Municipality to develop a strategy to identify areas and/or properties with potential for redevelopment, conversion or infill, and provide Regional support staff to assist in inventory development if requested."*

*Rec. #20* *"The Regional Planning and Development Department report annually on the supply of land for future residential use in relation to housing targets and recent development trends in order to identify and resolve constraints to residential development within a twenty year planning framework."*

*Rec. #21* *"The Planning and Development Department annually report on the supply of lots in draft approved and registered plans of subdivision in relation to recent development trends and to projected requirements over a three year period."*

*Rec. #22* *"The Region implement sections 14.5.1(b) and 14.5.2 of the Regional Official Plan, which require the preparation of a ten year plan to identify major sewer and water projects which are to be undertaken by the Region to achieve Regional development objectives. In considering the need for phasing of improvements and plant expansions, the plan should recognize the needs of growth within a twenty year time frame. Moreover, the Plan should be monitored on a regular basis to determine the status of infrastructure development (including roads, transit and sewers)."*

*Rec. #23* *"The Region identify area where the infrastructure is under utilized and/or in need of repair and prepare a comprehensive plan to promote increased use and repair of existing infrastructure."*

*Rec. #24* *"The Region and Area Municipalities, in consultation with the development industry, review their approvals process at least once every two years for the purpose of 1) establishing and monitoring targets for the time required for plans to receive draft and final approval and 2) identifying means to increase the efficiency of the process."*

*Rec. #25* *"Regional staff prepare an internal procedural manual describing each step of the approvals process and associated time frames."*

*Rec. #26* *"The Regional Chairman's Task Force on Sustainable Development examine ways in which Regional Housing policy can actively promote the concept of Sustainable Development."*

*Rec. #27* *"The Regional and all Area Municipalities consider issues such as: density of development; design of subdivisions and dwelling units; accessibility to services, amenities, jobs and public transportation; extent of growth; location of development; affordability of housing; quality of construction; construction techniques; and utilization of existing services in light of social and environmental consequences."*

*Rec. #28* *"The Region and Area Municipalities co-operate in the development of shared housing monitoring systems to eliminate duplication and overlap in the collection and analysis of information."*

*Rec. #29* *"The Planning and Development Department produce annual report(s) on the availability of land and residential lots for future development, the variety and mix of housing in new development, unit prices relative to the Provincial and Regional guidelines on affordability, and the loss of stock through demolitions and conversions."*

*Rec. #30* *"The Region encourage input from the home building and development industry, business and labour organizations, community groups and the public at large in the preparation of policies which relate to the Regional role in the provision and maintenance of an adequate and affordable supply of housing."*

*Rec. #31* *"The Region encourage active and direct participation from all sectors of society in developing and maintaining affordable housing units."*